

**ALTERNATIVE HOUSING SUBCOMMITTEE
CITY OF TORONTO
SEPTEMBER , 1985**



OFF THE STREETS

A CASE FOR LONG TERM HOUSING

ALTERNATIVE HOUSING SUBCOMMITTEE

LONG-TERM HOUSING PROJECT

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1. INTRODUCTION: LONG-TERM HOUSING

Long-term housing provides chronically homeless persons with safe, clean, convenient and affordable accommodation for as long as the user chooses to reside there. Unlike temporary shelter, long-term housing ensures that accommodation that is within the user's means will be available at a given location for a prolonged period of time. This makes it possible to establish a stable base for finding and keeping work, securing support services or income, protecting belongings and sustaining relationships.

A major intent of long-term housing is to meet basic shelter requirements for people who are outside conventional assistance programs. But beyond this, the purpose is to facilitate social reintegration by giving disadvantaged persons the opportunity and the time to make their life decisions in an environment that is supportive and freed from immediate physical risk.

The Alternative Housing Subcommittee has recently completed a project wherein 46 men living on skid row were assisted in moving from the street into long-term, stable housing. It was initiated as a result of the Subcommittee's experiences in the hostel and emergency shelter sector. The intent has been to develop a technique for establishing stable housing for this homeless group.

Briefly, the process which has been developed consists of several stages. The Dixon Hall Outreach Worker begins working closely with the men living in the city's emergency shelter at 30 St. Lawrence Street. As individuals make him aware of their desire to find long-term housing, he arranges for them to move into the second stage shelter at 349 George Street. Finally, when stable housing becomes available, the Outreach Worker assists in the transition with the men who are prepared to move.

The results of an evaluation of the process indicate that individuals are able to successfully make a transition from street life to more stable housing. The Subcommittee, therefore, recommends the following:

- a) that the City of Toronto's two emergency shelters, 30 St. Lawrence Street and 349 George Street, continue to operate as entry points into the process and that no additional shelters be established;
- b) that Cityhome continue its role as a developer of housing by providing a proportion of the market units in new projects for homeless persons; and
- c) that the City of Toronto continue the contract of the Dixon Hall Outreach Worker, presently financed through Cityhome, for an additional one year period in order to continue the process as an educator/advisor to interested community agencies, to search for housing alternatives outside the city's portfolio and provide the necessary follow-up with the agencies to enable them to use the houses and to begin to

address the issue of long-term, self-help vocational initiatives.

2. THE HOUSING PROBLEM OF THE "HOMELESS"

Homelessness is not simply the lack of stable shelter but it is a life in disarray. The homeless person's existence is a public existence - there is no privacy. It is a day-to-day question of basic survival. There is no "future thinking," therefore, no goals or ambitions. Economically, these people are dependent on the welfare system, charitable institutions and handouts. Poverty means that they are lacking in the resources which allow most of us to cope with normal problems. Many of them have no stable income, unstable health, and no stable housing.

3. REASONS FOR "HOMELESSNESS"

The housing problem, simply stated, is that on the one hand there are an increasing number of people who need inexpensive, long-term accommodation and, on the other hand, the appropriate housing for this group is disappearing and very little is being produced. The recession of 1981 decimated the low end of the labour market. Stable jobs vanished and even those with intermittent work became chronically unemployed. With no stable income, people, including families, were forced out of the economic system, often into homelessness.

In addition, for whatever reason, families oust young people, women are battered and families are abandoned. Most are totally unprepared to fend for themselves. Many, by definition, become homeless. Finally, in the 1960's the provincial deinstitutionalization policies sent people who needed housing and health services into the streets. There is little housing available for these out-patients and they, too, have become homeless.

Traditionally, up to the early 1970's private rooming houses, boarding houses and flop houses provided various housing forms and economic and management options. The expense to conform to new housing by-laws, together with the possibilities of enormous gains in the wave of gentrification, caused the disappearance of 7,000 rooms and bed units between 1971 and 1985.

4. PUBLIC AND PRIVATE SECTOR INITIATIVES

i) General

The production of housing for this sector in the same time period (1971-1984) has been very limited. Supported group homes, the preservation of rooming houses in South St. Jamestown, the 77-unit Third House project and a small

percentage of the 500 CMHC Singles CRSP (Canada Rental Supply Plan) represent the total of real "long-term" housing created for the homeless population.

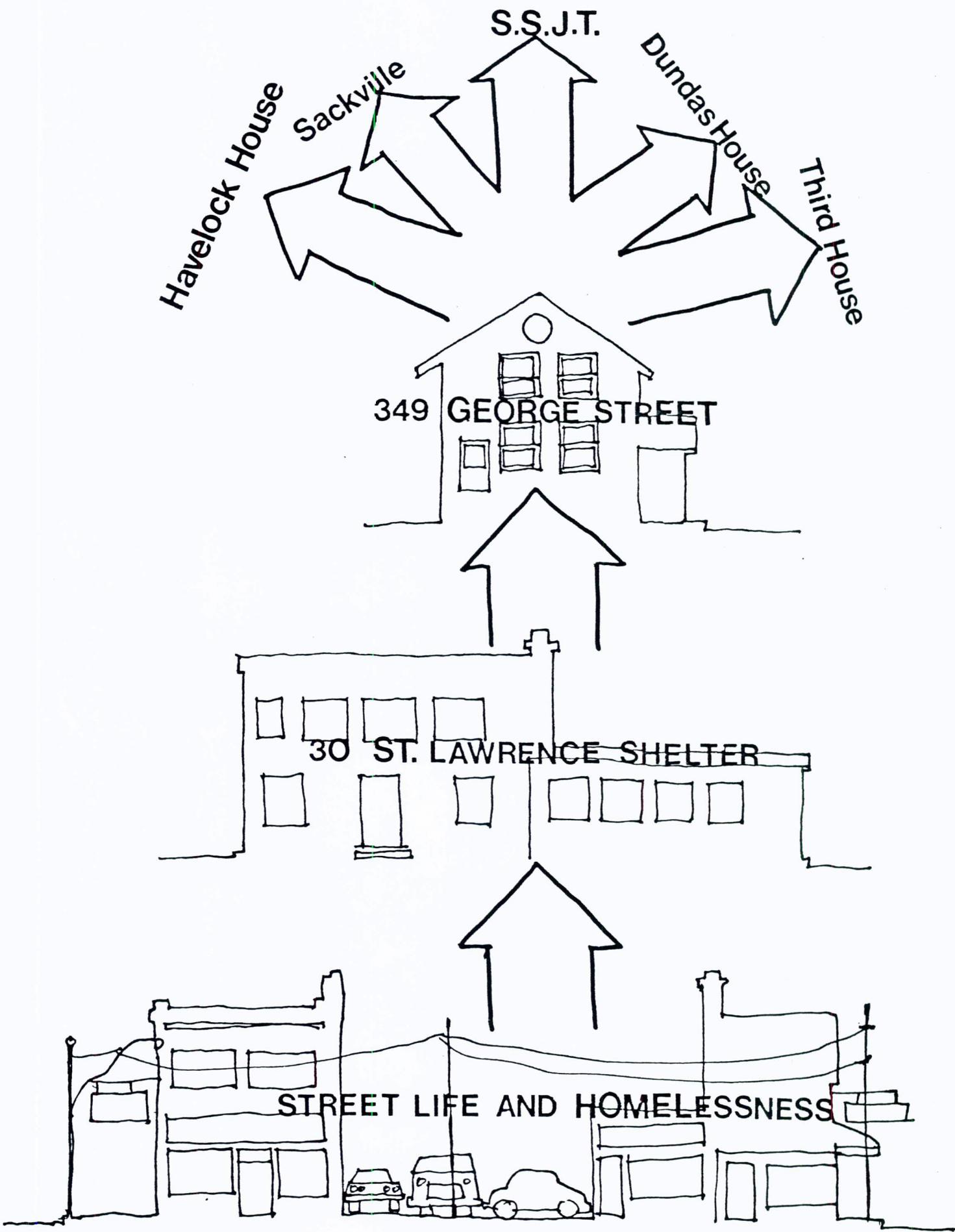
The major impact has been in the hostel sector. Metropolitan Toronto is the largest supplier of this form of housing for the homeless, with 2,240 beds. But, emergency shelters cannot, by themselves, reintegrate people into the mainstream. Indeed, as a system with its own operating dynamic, the emergency housing sector remains disconnected from a basic housing objective: to provide people with stable and secure housing that permits affiliation with basic social institutions - employment, income support, socio-health services, commercial goods and personal relationships. Unfortunately, the temporary housing sector remains the principal focus of government programming for the homeless. The result has been the entrenchment of a system which cannot solve the problem of homelessness; nonetheless, it stands as the long-term shelter option for people who would otherwise be on the streets.

A series of experiments, aimed at establishing long-term accommodation for the homeless, have defined a leading edge. While small in scale and dependent upon volatile funding, these experiments are instructive. The new experiments see stable and long-term tenure as the end goals. Emergency housing is regarded as the entry level to recruit people who desire long-term housing. Shelter-related services are seen as necessary to support long-term living on a more or less independent basis away from the insecurity, violence and deprivation of temporary arrangements.

ii) City of Toronto: Long-term Housing Project

The Alternative Housing Subcommittee, of the City of Toronto's Neighbourhoods Committee, is experimenting with both emergency and longer term housing. An alternative housing system has been established which involves a transition from entry-level temporary shelter to long-term, neighbourhood based housing. Figure I is an illustration of how this process works. The Outreach Worker, operating out of Dixon Hall, makes his initial contact in the 30 St. Lawrence Shelter with men who have expressed an interest in seeking more stable housing. Over the course of 4 to 6 weeks, a series of meetings and personal discussions are conducted. When the prospective long-term tenants are prepared they are moved to the 349 George Street site - the Schoolhouse Shelter. At this juncture it is determined whether or not individuals are compatible with others, they obtain income by welfare assistance or through a job search and they begin acquiring the skills and the goods in

FIGURE I



preparation for a long-term home. When the appropriate accommodation is secured, the Outreach Worker provides the assistance for the relocation and ongoing transition period (6 months).

As a result of this process, 46 men have been assisted. Thirty-eight of these have made successful transitions. That is, they are still living in long-term housing provided by Cityhome, they have moved on to better accommodation, they have found employment or better employment.

The present situation is as follows:

- a) ten men are living in two market rent single family dwellings;
- b) 12 men live in separate rooms in an existing rooming house;
- c) nine men live in a four and five unit apartment in a multi-storey long-term housing project.

In the new year six additional people will be moving into 3 new suites in a Cityhome singles project.

5. EVALUATION OF PROJECT

The major focus of the evaluation of this project has been its impact on the lives of 16 men who have acquired long-term housing. A questionnaire was administered in a personal interview setting to the men now living within each of the housing situations noted above. Several case studies are included as Appendix I. Appendix II is a detailed analysis of the data.

All of the individuals who have moved through the process have been males. Most are middle-aged and had been married, but young single males are also represented. The last "home-like" situation for many of these men had been one in which they had lived with family members, or in their own apartments or homes. Family/relationship difficulties caused them to leave. Most of the respondents have living relatives, but there is very little contact between them. Approximately half of the men were working at the time of the evaluation, either full or part-time. Medical problems precluded the majority of the remainder from working.

Living arrangements just prior to entering this process included rooming houses, hostels, parks and ravines, apartments and one institutional setting. Less than half of these individuals had been sleeping in a room of his own. The former apartment residents had had the most permanent situations in terms of length of stay, but the hostel users also exhibited a sense of

permanence, to some extent. The former roomers were relatively transient, as were those who had been living in the parks and ravines.

Both formal and informal support systems had been used, to some extent, when there had been access to these. The least used formal facilities were medical and dental services. Free food, employment and life skills counselling were used more often. Of course, this implies that those providing at least the latter services are certainly meeting some of the needs of the homeless. There is also some indication that an informal support network is fairly important. The respondents indicated that they had received advice from people they knew about how to contact the more formal organizations, often regarding housing or money matters. The men also had extremely positive comments about the Outreach Worker who is a part of this process and, as such, provides a link to services.

The satisfaction level of the men living in their new situations is fairly high. Almost half of them view this as a permanent arrangement. Several others are now looking ahead to finding a place of their own, an indication of an increasing sense of their independence.

Financially, though, there are some areas in which further investigation may be necessary. It is to be stressed that one objective is to provide housing at economic rents. While over half of the men are paying "affordable" rents vis-a-vis their incomes, the others have a high rent-to-income ratio. Also, despite affordable rents in some cases, there is either a need or desire to rely on some free services, especially clothing and sometimes food.

The most striking evidence of the impact of this project is a personal assessment by the men of the changes which have occurred in their lives. They exhibited a strong positive attitude towards selected aspects ranging from rules (there are few, and in most cases they make them) to having someone to talk to (there are many). And, most of them clearly stated that since moving into their present housing they were feeling less tense or hostile and, therefore, more relaxed and more independent.

The Outreach Worker also believes that the men have been developing a stronger sense of confidence and independence, and are becoming more goal-oriented. He also recognizes the importance of having various housing forms. Some individuals are loners and prefer a rooming house situation which requires little interaction with others. While perhaps not as desirable as the more co-operative living situations in terms of personal development, the option to live in a single room should be available.

In addition, the Outreach Worker has suggested the following:

- i) community groups and agencies should be involved in this process at the outset;
- ii) the Outreach Worker's role should be to identify and prepare people for the transition, in conjunction with community groups and agencies; and
- iii) the ongoing support service role, which should be minimal after one year, including applications for any necessary rent subsidies, should be undertaken by the relevant groups or agencies. This is not unlike what is occurring for the men in the apartment-like setting, through Dixon Hall, or the way in which the disabled are currently supported by various agencies.

6. SUMMARY

Due to a lack of affordable, long-term accommodation, the hostel - a short-term emergency form of housing - is being used by the homeless as long-term housing. The residents often become dependent on the system which is in place. They lose any sense of independence, confidence or privacy which they may have had. Life becomes a matter of day-to-day survival. There is no time, or sometimes reason, to be goal-oriented in this environment.

The men assisted through this long-term housing process do not differ very much from the mainstream of society. Some were middle-aged, formerly married, and some were young and single. Their view of home was a family setting, with parents, spouse and/or children. They left when difficulties arose. Half of them were working and the other half had health problems.

These individuals had very little contact with their families, which suggests that a support network is necessary to fill this gap. Formal organizations, such as welfare and employment/life skills counselling, are important. However, the informal support of someone who can link these individuals into the formal system is more important. The Outreach Worker involved in this project has played that role. He not only prepared the men for the transition to more stable housing, but also facilitated the linkage to the formal network. In addition he has provided ongoing and regular support after the shift has taken place, all of which is essential to this process. However, he has suggested that community groups and agencies should get involved in this process at the outset. In addition, the above roles should be separated, with the Outreach Worker performing the former and the groups or agencies the latter.

7. CONCLUSIONS

This project has succeeded to the extent that it has enabled men to move from skid row to stable housing. Those surveyed indicated that their feelings of hostility and dependence have diminished. They have since begun to develop, or re-develop, confidence, a sense of independence and, in most cases, an ability to live co-operatively. Forward thinking is also evident to the extent that several of the men were already contemplating looking for their own apartments. The model has, therefore, been effective to that degree.

This Subcommittee views the next step to be a continuation of the process, but with a closer link to interested community groups and agencies. Cityhome should expand its role as a developer of long-term housing for this process. The Outreach Worker should also begin to search for additional housing units outside of the Cityhome portfolio. The City of Toronto should accept responsibility for the Outreach Worker in assisting groups and agencies both at an educational level and as a link to the housing supply.

It is also important to recognize the limitations of this kind of process. It is small in scale, slow, time and energy consuming. It is also highly dependent on the homeless. Some of them may not be able to accept either the responsibilities or the hard work required. Finally, no women have been assisted and it is imperative that they be included in the future.

8. RECOMMENDATIONS

- i) That the City of Toronto commit itself to an ongoing effort to break the cycle of homelessness in Toronto based upon the process developed by the Alternative Housing Subcommittee, including the commitment not to provide any additional hostels.
- ii) That the City of Toronto approve the 1986 Budget for the 30 St. Lawrence Street shelter (Appendix III).
- iii) That the City Solicitor be requested to amend the agreement with Dixon Hall to reflect the 1986 program for the 30 St. Lawrence Shelter.
- iv) That the Commissioner of Housing be instructed to expand the scale of the current process of housing the homeless by providing appropriate accommodation in new Cityhome projects or in scattered dwellings and request the Board of Directors of Cityhome to consider the feasibility of consistently setting aside a proportion of Cityhome units for this use.

- v) That Dixon Hall be hired on a contract basis to continue the co-ordination of an Outreach Worker for the "Long-Term Housing" project for the one year period commencing December 2, 1985 for a sum of \$18,500.00 (Appendix IV - Job Description).
- vi) That the Commissioner of Housing, in consultation with the City Solicitor, be authorized to execute the contract outlined in Recommendation V.
- vii) That the Commissioner of Housing and the Alternative Housing Subcommittee continue to develop programs in the areas of outreach technical support training and advocacy regarding long-term housing. These programs will include public meetings, seminars and workshops for city officials and interested agencies.
- viii) That the Canada Mortgage and Housing Corporation and the Minister Responsible for CMHC be presented with the results of this evaluation, and that they be requested to provide funds which would enable the City to deal with this housing problem, either through the acquisition of existing properties or by way of new construction.

APPENDIX I

Profile No. 1

This individual is a 56 year old male, who was married at one time. He had 9 children ranging in ages from 20 to 36. Both parents are still alive, as well as 5 brothers and 1 sister. The only contact he has with his family is through weddings or other family gatherings. He has a Grade 8 education and perceives himself to be "semi-retired." He presently receives a monthly welfare payment of \$222.00, but is in the process of applying for medical welfare. His major health problem is arthritis, which has affected his knees. He is also susceptible to pneumonia. He had been delivering fliers on a part-time basis but finds this very difficult to do now that he has arthritis.

The last place of residence prior to entering this process was 4 years ago when he lived in a room for one year. This was also the last place which had felt like home to him and there were few problems with this housing arrangement. He left because the rent was raised beyond what he believed he could afford. He was unaware of any services available to him, nor did he receive any assistance at an informal level.

This individual has indicated that he likes his new living arrangement very much and would like to live there "until he dies." It is "like a home" to him. He believes he has made some good friends and gets along very well with the people living on his floor. He spends his time looking after the apartment. Not only is he more relaxed and independent but, as he notes, he "doesn't have to worry about a place to sleep every night." The only assistance he would like to receive is that of dental services.

Profile No. 2

This respondent is a 26 year old male who has never been married. Both of his parents are living, as well as 1 brother and 1 sister. He has not seen his family in five years, but he commented that they live outside Toronto (Alberta and the United States). He has 2 years of college and had been trained as a steel/petroleum driller. In addition, in March of 1985 he completed a training program for steelmen. While driving a truck part-time at the time of the survey, he was anticipating finding employment in the steel industry in the near future. His monthly income consisted of U.I.C. payments, casual part-time work and monies received through the Canada Manpower Training Program. Although he had suffered a knee injury in the past, requiring 13 pins, he indicated that this did not create any problems in his daily life today.

The last place which had felt like home to him was his "father's home" in Alberta. He left in 1978 because he was having difficulty getting along with one of his parents. Just prior to entering the process, this respondent had spent 3 years in jail in Alberta. He described this as a "rough and hostile environment," which was overcrowded and lacked privacy. He did take advantage of several of the organized services which were available, i.e., employment and life skills counselling and a training program. He indicated that these services were good. The informal support services he identified were several persons involved in the long-term housing project. He suggested these people were "not like the Social Services Department" and that they "seem to care about you - you are not a number."

This respondent had decided that he would like to live in Mississauga and would leave his present housing as soon as he could. His main concerns were that he did not like the neighbourhood, especially many of the people. However, he did say that since moving into this accommodation he had calmed down, felt better about himself and believed that he was "going somewhere."

Profile No. 3

This respondent was a 49 year old male who had been married. He had 5 children, aged 15 to 24. His other relatives consisted of his mother, 1 brother and 3 sisters. He never sees his children, but he does contact his mother about once a year. He has a Grade 11 education but does not perceive himself to be trained in any specific trade. He has been employed on a permanent part-time basis in a car wash for the past 12 years. His monthly income is \$500.00. He has no major health problems.

The last place that felt like home to this respondent was when he was living with his wife and children. Marital problems caused him to leave. The last place of residence prior to entering this process was an apartment which he shared with a friend for 3 years. The major problem with this housing was a lack of security. A minor concern was poor maintenance, especially the plumbing. He also believed that there was poor communication with the landlord. He was unaware of the existence of any formal organized services, nor was he ever assisted at an informal level.

This respondent has indicated that he has no plans to leave his present housing. He "feels it is home." He also commented that he feels more secure and "more relaxed than in a long time." The only assistance he would like is help in finding a better paying job, though not necessarily through a re-training program.

Profile No. 4

A 24 year old male, this respondent was single. His mother was living, as well as 1 brother and 2 sisters. He indicated that he had

a "good relationship with his mother and sisters, and saw his brother frequently." He has a Grade 11 education, which he perceives has provided him with "academic schooling." This individual had secured full-time employment as a truck driver, although he was collecting U.I.C. at the time of the survey. His monthly income was \$600.00

The last homelike situation he had lived in was his parents' home, described as having a warm feeling, with family around. He left it in order to find work. Just prior to entering this process, he had lived in 2 hostels, in succession, in Toronto. He was aware of various organized services and took advantage of employment and life skills counselling, food services and minor recreation facilities. A welfare worker helped him find his present housing.

Although this individual likes the neighbourhood where he is living, he is not sure how long he will stay there. He suggested that it would depend on how much money he can save. Also, since moving into this housing he feels "more positive" about himself and is more stable, financially, since he can set a budget now. This is difficult to do "on the street, where costs change a lot." The only assistance he would like is a loan to buy a truck and get a contractor's licence, so that he can start his own business.

APPENDIX II

ALTERNATIVE HOUSING SUBCOMMITTEE

Long-Term Housing Project Evaluation

Results of Survey

This report only contains the results of the survey component of the evaluation and it has been prepared as a background document.

A. METHODOLOGY

The major focus of the evaluation has been on the impact of this project on the lives of 16 individuals who had been living on skid row and who have now acquired long-term housing. The accommodation takes 3 forms: a detached house, two shared-unit apartments and rooms in a rooming house setting. A questionnaire was prepared, pre-tested and administered in a personal interview setting. A copy of this questionnaire is attached as Appendix A. It was designed to stimulate a free-flowing discussion with the interviewees. Informal conversations were also held with the Outreach Worker to acquire his assessment of the project.

B. ANALYSIS

The following is an analysis of the data which was collected. Appendix B contains preliminary results of the survey and it should be referred to for more detailed information while reading this report.

1. The Interviewees

All 16 of the respondents were male. Their ages ranged from 20 to 59, but over half of them were middle-aged, i.e., between 40 and 59. However, 5 (31%) were relatively young, between 20 and 29 years of age. Slightly more than half of the men had never been married, while the remainder were either separated or divorced. All of those who had been married had children. Ten (63%) of the respondents had at least some high school education, while the remaining men had acquired some public school training.

Medical problems precluded eight of nine unemployed men from working. These included arthritis, leg, knee and back problems, epilepsy, high blood pressure, asthma, a speech impediment, brain damage and severe emotional problems. The major impact of the foregoing on the daily lives of these people was that they were either unable to work, it was difficult to do what work they could, e.g., walking to deliver handbills, or it was simply hard to find employment of any kind.

The remaining men (7) were working, with one collecting UIC at the time of the survey. Four had full-time employment, one permanent, part-time and two casual, part-time work. Their jobs included working in car washes, delivering handbills, driving trucks and two were employed in a factory setting. The car wash employees had been employed the longest - 12 years and 2.5 years. None of the others had been working for more than one year, excluding one for whom this information was not available.

The income sources of the men fell into three major categories. Half were receiving welfare (2 of these augmenting their incomes by savings or casual part-time work). Three were receiving disability payments and the remainder (5 or 31%) were relying solely on employment income. The majority of the men (11 or 69%) had monthly incomes ranging from \$201 to \$500, with almost half of these receiving between \$301 and \$400 per month.

2. Former Living Situation

i) Housing

Just prior to their present arrangement (excluding the hostels which are a part of the process being evaluated), the men had lived in various situations. An equal number (4) had lived in rooming houses and hostels, and one person had rented a room in a house. Three had been staying in parks or ravines and the same number had lived in apartments. One had just come out of an institutional setting (jail). Only 6 (38%) had been sleeping in their own private rooms.

The apartment residents had the longest tenure as a group - 9 years, 3 years and 1.5 years. However, the former hostel residents also showed some permanence. One person had lived in that environment for 2 years and one for a year. One of the men who had been staying in parks or ravines had done so, on and off, for 3 years, while the others had only spent months in that setting. Past roomers were somewhat transient, all 5 of them having spent one year or less in that situation. The individual in the institutional setting had been there for 3 years.

An attempt was made to establish the positive and negative features of both the former housing and sleeping arrangements. However, the responses combined these, to some extent, and the following are the results. Privacy and independence were the two main advantages of rooming houses (or one's own room). Disadvantages, which were more numerous, revolved around other residents (alcoholics, fights, noise), dirt, rules, high rents and no privacy.

The hostel environment appears to have provided only one real advantage - "it was 3 meals a day and a bed." The negative aspects of this kind of living outweighed the above and included the following. The atmosphere was perceived to be both hostile and chaotic. It is of interest to note that this is similar to the comments made by the former jail inmate, who said of the jail: "it is a rough and hostile environment." One respondent believed that hostels "wipe out the young." The hostels also provided no privacy and the rules were restrictive. Dirt, lice and no bed linens added to the negative perspective of hostels.

There were no positive comments from those who had been staying in parks or ravines. These men feared for their personal safety, especially when seeing "unknown" people. Dirty clothes, no food and the weather were also mentioned as negative features. Finally, apartment living provided privacy, sometimes cheaply, but concerns included poor maintenance, lack of security and small spaces.

ii) "Home"

Each respondent was asked when he felt he had last lived in a "homelike" situation. Only two said they never had or couldn't remember this. Of the others, the majority indicated that it had been when they were living with family (parents, wife and children). The remainder suggested that living in their own home or apartment had been their "home." The main reason for leaving this situation, expressed by over half of the interviewees, was the breakdown of the marriage or relationship, or other family problems. Three (19%) provided job-related reasons for leaving and the remainder noted miscellaneous reasons such as rent increases or illness.

3. Support Networks

i) Former

An attempt was made to find out what kind of social support network, either formal or informal, had existed for the men in the past. In many cases there was no direct access to formal assistance such as employment or life skills counselling, social/recreational facilities and medical services. However, there was evidence of the utilization of such services when they were available. Free meals were used most often. Employment and life skills counselling, personal care services, e.g., free haircuts, clothing, and social/recreational facilities were also used relatively often. Medical and dental services were not.

Informal supports appear to have been both available to, and used by, the respondents, to some extent. These ranged from specifically named individuals to unnamed persons who might be friends, and certain welfare or youth unemployment workers. This rather informal support network was mentioned a total of 20 times by 15 of the men. The major way in which assistance was provided to them was that there was "someone to talk to or get advice from." This often related to whom to contact to solve a particular problem, especially regarding housing and money matters.

ii) Present

In an effort to establish the existence of, or the desirability of having, a support network, the respondents were asked how often they saw any of the family members whom they had mentioned. This included parents, children, siblings and other relatives. The results indicate that there is very little contact between them. The responses "rarely," "never," "yearly," or "occasionally, e.g., weddings," were mentioned most often (23 times). The fact that any of the men were in contact with their relatives more often than once a year was only mentioned 5 times.

The men were also asked what kind of assistance they believed they required. Thirty-eight per cent of them said they needed none, while 3 (19%) indicated they would like help to find work. The same number mentioned their need for assistance in linking up to the more formal services such as medical, dental, food and welfare. At the same time, 14 (88%) of the respondents believed the work that the Outreach Worker was doing was positive. Their perception of him was that he was comfortable to talk to and "a buddy," to some extent. They especially liked the regular meetings he holds and the fact that he brings up topics for discussion. One of his main roles has been to assist the men in contacting the organized support network.

4. Present Living Situation

i) Satisfaction Level

One-half of the respondents indicated that they saw their present living situation as relatively permanent. More of the men in the shared apartment-like setting believed this than those in the rooms or the detached house group situation. However, 4 of the remainder were now looking for a place of their own and the same number were not sure how long they would stay where they were.

In all 3 projects there was a positive attitude towards the neighbourhood. Reasons included: "it's like family;" people are friendly and leave you alone; the area is comfortable, pleasant and secure; the area is close to amenities like work (including Canada Manpower), shopping and recreation. While not expressed often, the concerns were those of noise, traffic and a dislike for some people in a particular area.

The men who were not working were also asked to describe how they spent their time during the day. Most of them did not stay at home. Those who did either "took care of the place" or were using it as a place to relax. The majority of those who were away from the premises were looking for work, doing odd jobs, or socializing with their friends.

ii) Financial Impact

It is generally agreed that a rent-to-income ratio of up to 30% implies "affordable" rent. Nine (56%) of the men were paying up to that amount in rent. Six (38%) were making payments ranging from 36% to 60% of their incomes. There is no income information for 1 of the respondents. Despite the fact that over half of these individuals had "affordable" accommodation, most of the respondents indicated they were having some financial difficulties. Several suggested they can "get by since they know where to get free clothing and, if necessary, food, and there is little money left over for transportation or extras." On the other hand, there were several individuals who were either trying to save some money or were paying off a loan. These men had rent-to-income ratios of 25% and 18%, respectively.

iii) Personal Assessment of Change

Change was considered at two levels. The men were asked to compare past and present experiences regarding specific issues ranging from independence to rent. The responses were categorized as either positive or negative and Appendix C contains the results. It is clear that they believe there have been positive changes taking place in their lives. The most significant of these are in the following areas: rules, sleeping arrangements, access to cooking and washroom facilities, privacy, independence, personal safety, cleanliness, rent and having someone to talk to. While there were no major negative changes in their lives, they did identify access to laundry facilities as a problem.

The other level of change was simply a question asking the respondents if their lives had changed since they had moved into their present housing and, if so, how. Over half of them indicated that they were now less tense and/or hostile

and, hence, felt more relaxed. They also had a stronger sense of their own independence. Several suggested that their situation now was "just like home." However, 4 of them did not believe much change had taken place. Two of these had lived in rooming houses and 2 in hostel environments prior to getting involved in this process.

5. Outreach Worker

The Outreach Worker made several observations. At a general level he believes that the men have been developing a stronger sense of confidence and independence. They are also becoming more goal-oriented. He also recognizes the need for various housing forms. While co-operative group living is working for most, those who are loners prefer a single room. While they are more difficult to locate and have retained many of their former support networks through the hostel system, this is not perceived to be a problem.

The Outreach Worker has also identified the need for the involvement of community-based groups and agencies at the outset. He views his role as that of the up-front activities of identifying and preparing people for the transition, in conjunction with interested agencies. On-going support services afterwards should be one of the major roles of the relevant groups or agencies. The necessity for these services diminishes over time with the majority of the support being required during the first year.

6. Summary

All of the individuals who have moved through the process, to date, have been males, most of whom are middle-aged. Half of them had been married in the past and had children. Almost two-thirds of these persons had at least some high school training. Approximately half of the men were working at the time of the evaluation, either full or part-time. Medical problems precluded the majority of the remainder from working, except on a casual part-time basis in one instance. The three major sources of income were welfare payments, sometimes augmented by savings or casual part-time work, disability payments and employment earnings. Monthly incomes ranged from \$201 to \$500 for the majority of the respondents.

Living arrangements just prior to either of the hostels used in this process included rooming houses (or a room in a house), hostels, parks and ravines, apartments and one institutional setting. Less than half of these individuals had been sleeping in a room of his own. While the former apartment residents had had the most permanent situations in the past, the hostel users also exhibited a sense of permanence, to some extent. The former

roomers were relatively transient, as were those who had been living in the parks and ravines.

The advantages of either apartment or rooming house situations revolved around privacy and independence. No tangible positive features were identified by those who had lived in either the hostel, institutional or park/ravine settings. The disadvantages included fear for one's safety, problems with other residents (hostility, noise, drunkenness), dirt, lice, restrictive rules and chaos, especially in the hostel environment.

For most of the respondents the last "homelike" situation had been one in which they had lived with family members, or in their own apartments or homes. Family/relationship difficulties caused the former group to leave. In other cases job considerations, illness or rent increases lead to a move. Although most of the respondents have living relatives ranging from parents to aunts or uncles, there is very little contact between most of them.

The survey indicates that both formal and informal support systems have been used, to some extent, when there has been access to them. Within the formal structure the least used facilities were medical and dental. Free food services, employment and life skills counselling were used more often. At an informal level, the respondents received advice from people they knew about how to contact the more formal organizations, often regarding housing or money matters. In fact, there is an indication that this informal network is fairly important. The extremely positive comments about the Outreach Worker is a strong indicator of this. Part of his role consists of providing advice regarding how to link into the formal systems.

The satisfaction level of the men living in their new, more long-term situations is relatively high. Approximately half of them view this as a permanent arrangement. Several others are now looking ahead to finding places of their own, which is an indication of an increasing sense of independence. It is also recognized that various housing forms should be available. There were minimal concerns about their new neighbourhoods, with most of them feeling comfortable and secure. They are also fairly active, spending little time in their homes. Those who work are at their places of employment. Those who are unemployed are either out looking for work, doing odd jobs or socializing with friends.

At a financial level there appear to be some areas in which further investigation is necessary. While some of the men are paying "affordable" rents vis-a-vis their incomes, others have a high rent-to-income ratio. Also, despite affordable rents in some cases, there appears to be a need to rely on some free services, especially clothing, and sometimes food. This raises questions like: are the rents too high? do some people require and/or want

some financial advice? is it too soon to expect less reliance on free services?

The most striking evidence of the impact of this project is a personal assessment by the men of the changes which have occurred in their lives. They exhibited a strong positive attitude towards selected aspects ranging from rules (there are few, and in some cases they make them) to having someone to talk to (there are many). And, more importantly, most of the respondents clearly stated that since moving into their present housing they were feeling less tense or hostile and, therefore, more relaxed and more independent. The Outreach Worker observed these positive developmental changes taking place but also identified some differences, depending on the housing form which is used. He has highlighted the need for the involvement of community-based organizations. He has also suggested that his role should be to initiate the process but not to provide the ongoing support services afterwards, most of which will be required during the first year. These should be the responsibility of the agencies who are involved.

-21-

APPENDIX A

(i)

Project: _____

Interviewer: _____

Date: _____

ALTERNATIVE HOUSING SUBCOMMITTEE

Evaluation of Long-Term Supportive Housing Project

A. DEMOGRAPHIC/FAMILY BACKGROUND

1. a) Age ____ b) Sex: M ____ F ____

2. Marital Status: ____ single, never been married
____ separated/divorced
____ widow (er)

3. Do you have:

a) Children ____ Yes ____ No

If yes: How many _____

What are their ages _____

b) Brothers or sisters ____ Yes ____ No

If yes: How many: Brothers ____ Sisters ____

c) Living parents ____ Yes ____ No

If yes: _____

Specify

d) Other relatives: _____

Specify

4. How often do you see the above relatives?

5. a) Last grade completed in school: _____
- b) In what trade or vocational areas have you had training (e.g., auto mechanic, carpentry)? _____

- c) In school now or a training program: _____ Yes _____ No
If yes: _____ full-time _____ part-time
What are you being trained to do? _____

6. Are you retired? _____ Yes _____ No
IF YES: how do you spend your time during the day? _____

- IF NO: Go to Question 7
7. Do you have paid employment? _____ Yes _____ No
IF YES:
a) _____ full-time
_____ casual part-time
_____ permanent part-time
b) What is your job? _____
c) How long have you been doing this? _____
IF NO: how do you spend your time during the day? _____

(iii)

8. Other income sources:

- Unemployment Insurance
- Pension payments
- Welfare payments
- Disability payments
- Other _____

(Specify)

9. Monthly Income: \$ _____.

10. What rent are you paying per month? \$ _____.

11. Do you have enough money left over each month for food, clothing and other expenses?

12. a) Do you have health problems (specify)?

b) What effect do these have on your daily life (e.g., ability to work, visit friends, move around)?

B. HOUSING BACKGROUND

1. Immediately before you went to 349 George Street or 30 St. Lawrence, what was your living situation like? That is, where did you sleep and keep your belongings? Did you feel threatened? Were there rules, conditions?

2. How long did you live there? _____

3. a) What was your sleeping arrangement?

b) What was good about this sleeping arrangement?

c) What was bad about this sleeping arrangement?

4. What were the positive and negative aspects of that kind of housing?

5. Did you feel you could make any changes in this housing situation? If so, what kinds of changes? How?

6. How was the space paid for:

- free
- housing charge or rent
- shared cost with others
- paid through "in-kind" service (e.g. room and board for work)
- other _____

Specify

7. When was the last time you were in a situation that felt like home? What made it feel like that?

8. When and why did you leave this home-like situation?

C. FORMER HOUSING SUPPORTS

I Organized Professional Services

1. In your previous experiences, were any of the following services organized as part of the housing accommodations?

	Yes	No	Don't Know	Used
Counselling - employment, life skills				
Food services				
Social and recreation programs				
Professional psychiatric staff				
Medical services				
Dental services				
Personal care services - haircuts, clothing				
Other (_____)				
Specify				

2. Which ones did you use (check list in Question 1) above.
3. Would you comment on the quality and usefulness of the services you used (see Question 1).

II Other Assistance

1. Were there any other people who helped you? Who were they?

(vii)

2. What did they do to help you?

D. PRESENT HOUSING SUPPORTS

1. Do you like or dislike this neighbourhood? Why?

2. How long do you intend to live here? Why?

3. What kind of help do you need (e.g. employment counselling, food services, social and recreation programs, professional psychiatric counselling, medical or dental services, personal care services)?

E. ASSESSMENT OF CHANGE

1. In comparison to your past experiences, how would you rate the following where you are staying now:

a) Independence

(viii)

b) Privacy

c) Security for belongings

d) Personal safety in your home

e) Personal safety in your neighbourhood

f) Noise

g) Cleanliness

h) Access to professional services

(ix)

i) Sleeping arrangements

j) Access to the following facilities:

i) cooking

ii) washroom

iii) laundry

k) Comfortable social place

l) Someone to talk to about problems

m) Employment information

(x)

n) Rent

o) Rules

2. Now that you are here, has your life changed? If so, how and why?

3. What do you think of working with the Outreach Worker?

4. Do you have any suggestions on how to improve this working arrangement?

GENERAL OBSERVATIONS OF INTERVIEWER: _____

(xi)

February, 1985

IF/as
(s;chronicle:128)

APPENDIX B

Long-term Supportive Housing Project

Preliminary Results of Survey

1. Personal Profile

a) Age: No. % b) Sex: Male 16

20 - 29	= 5	31.25
30 - 39	= 1	6.25
40 - 49	= 4	25.00
50 - 59	= 6	37.50
	16	100.00

c) Marital Status: No. % d) Children: No. %

Single	9	56.25	Yes	7	43.75
Separated/			No	8	50.00
Divorced	7	43.75	N/R	1	6.25
	16	100.00		16	100.00

Other
Relatives: Yes 16

e) Education: No. % f) Working: No. %

To Grade 8	6	37.50	Yes	6	37.50
Grade 9 +	10	62.50	UIC	1	6.25
	16	100.00	No	9	56.25
				16	100.00

<u>g) Occupations:</u>	<u>No.</u>	<u>h) Tenure of Employment:</u>	<u>No.</u>
Car Wash	2	Full-time	4
Delivering handbills	1	Perm. part-time	1
Truck Driver	2	Casual part-time	2
Blender (food industry)	1		
Machine operator	<u>1</u>		
	<u>7</u>		

<u>i) Length of Time Employed:</u>	<u>j) Monthly Income:</u>	<u>No.</u>	<u>%</u>
2 mos.	\$ 0 - 100 =	0	0
3 mos.	101 - 200 =	1	6.25
10 mos.	201 - 300 =	3	18.75
2.5 yrs.	301 - 400 =	5	31.25
12 yrs.	401 - 500 =	3	18.75
N/R	501 - 600 =	1	6.25
	601+ =	2	12.50
	N/R =	<u>1</u>	<u>6.25</u>
		<u>16</u>	<u>100.00</u>

<u>k) Income Sources:</u>	<u>No.</u>	<u>%</u>	<u>l) Reason for not Working:</u>
Welfare	6	37.50	medical problems
Welfare (+ savings, casual pt-time work)	2	12.50	
Disability/Medical	3	18.75	
Full-time work	3	18.75	
Perm. pt-time work	1	6.25	
UIC	<u>1</u>	<u>6.25</u>	
	<u>16</u>	<u>100.00</u>	

2. Former Housing

a) Kind:	No.	%	b) Sleeping:	No.	%
Rooming House	4	25.00	Own room	6	37.50
Park/ravine	3	18.75	Park bench/ravine	3	18.75
Apt. (alone or shared)	3	18.75	Cot (bedsitter)	1	6.25
Hostel	4	25.00	Living-room couch	1	6.25
Jail	1	6.25	Shared cell (3 others)	1	6.25
Room in house	<u>1</u>	<u>6.25</u>	Dorm	1	6.25
	16	100.00	N/R (includes 3 hostels)	<u>3</u>	<u>18.75</u>
				16	100.00

c) Sleeping:	Pro	Con
Own Room	Nothing OK if quiet "Own room"	2 1 3
Park bench, ravine	Nothing N/R	2 1
Cot/couch	Good place to sleep N/R	1 1
Cell	N/R	1
Dorm	3 meals/a bed	1
Other (3 hostels)	"close to floor" "same bed" OK N/R	1 1 1 1
		"it stinks"/crowded, no privacy No privacy Hostile people Dirt, lice No linen Drunkenness Rules Mice Chaos

d) Housing:

	<u>Pro</u>	<u>Con</u>
Rooming House (includes room in house)	Nothing 2 Independence 1 Lock room 1 Good neighbourhood 1	Alcoholics 2 Fights 1 Dirt 1 Noise 2 Rules 1 High rent 1 No privacy 1 Nosy landlady 1
Park/ravine	No comments - not housing	
Apartment	Own 1 Cheap 1 Privacy 1 Kitchen 1	Poor maintenance 1 Not secure 1 Plumbing 1 Too small 1
	Place to live 1	
Hostel		Out at 7:00 a.m. 1 No privacy 1 Wipes out young 1 People begging, on welfare 1
Jail		No rules 1 Rough, hostile environment 1

e) Length of Stay:

Rooms	2 - 3 mos. each 1 6 mos 1 1 yr. 2	Hostels	few mos (Dixon) 1 1 yr 1 2 yrs. 1 N/R 1
Park/ravine	2.5 mos. 1 6-7 mos. 1 3 yrs. (on/off) 1	Jail	3 yrs. 1
Apartment	1.5 yrs. 1 3 yrs. 1 9 yrs. 1	Room in house	3 mos. 1

f) Influence:

Couldn't/tried	7	(4 rms, 1 apt, 2 hostels)
Shouldn't try	1	
Not necessary	2	
Other (park, "left", etc.)	4	
N/R (hostels)	2	
	--	
	16	

g) Last "home" Situation:

	No.	%
Family (parents, wife and children/ladyfriend)	9	56.25
Own home/apt.	5	31.25
Never/can't remember	2	12.50
	16	100.00

h) Reasons for Leaving:

	No.	%
Marital/relationship breakdown	6	37.50
Other family problems	3	18.75
Job (looking, quit, laid off)/ Independence	3	18.75
Rent increase	1	6.25
Illness	1	6.25
Asked to leave by landlord	1	6.25
Never had a home	1	6.25
	16	100.00

3. Supports

a) Family: How often do you see them?

	<u>Total</u> *
Weekly	1
Bi-weekly	1
Monthly	1
Bi-monthly	2
Yearly	4
Frequently	1
Occasionally (weddings, etc.)	5
Rarely	11
Never	3

* No. of times mentioned for any of: children, siblings, parents, other relatives

b) Former Organized Supports:

	<u>Yes</u>	<u>No</u>	<u>D/K</u>	<u>Used</u>
Counselling	4	11	1	3
Food	7	9	-	7
Social/recreation	5	10	1	4
Prof. psychiatric staff	1	12	3	1
Medical services	4	10	-	1
Dental services	2	12	1	-
Personal care services	2	10	1	3
Other	1	-	-	-

c) Other Former Supports:

Named persons	5
Welfare people	3
Youth employment/ WCB	2
No one/myself	3
Relatives	2
Friends (street, hostels)	2
Unnamed persons	2
Church	1
Never used	1

d) Type of Support:
(times mentioned)

Housing	4
Money	4
Talk/advice/who to contact	5
Lent small items	1

e) Present Support Needed:

	No.	%
None	6	37.50
To find work	3	18.75
Services (medical, dental, food, welfare)	3	18.75
Money	2	12.50
Private housing	1	6.25
Better education	1	6.25
	16	100.00

f) Outreach Worker Support:

	No.	%
Positive	14	87.50
Don't know	2	12.50
	16	100.00

Reasons he is important:
comfortable, buddy, holds
regular meetings, brings up
topics for discussion
Improve: meet more often,
different time, show us
housing first, move into
housing faster

4. Present Housing

a) Length of Planned Stay:

Permanent/long time/indefinitely 'til find own apt. (or OHC)	8
Not sure	4
	4
	16

b) Planned Stay by Project:

	A	B	C	Total
Permanent	5	1	2	8
Own apt. (or OHC)	1	2	1	4
Not sure	1	1	2	4
	--	--	--	--
	7	4	5	16

c) Attitude Toward Neighbourhood:

	Like	Dislike	N/R	Total
Project A	4	2	1	7
Project B	3	1	-	4
Project C	5	-	-	5
				16

d) Reasons:

Like: Family	2	Dislike: Noise, traffic	1
Friendly people	3	People irritated	1
People leave alone	3	"trash"	1
Comfortable		Can't reach	
secure, pleasant	4	lake	1
Close to shopping, work, recreation, manpower	4		

e) Assessment of Change:

	No.	%
Less tense/hostile, more independent	9	56.25
Like home	2	12.50
Not much change	4	25.00
Own apt. best	1	6.25
	<u>16</u>	<u>100.00</u>

APPENDIX C

Assessment of Change

	<u>N/R</u>	<u>Unclear</u>	<u>Positive</u>	<u>Negative</u>	<u>No Change</u>	<u>Don't Need/ Don't Use</u>	<u>No Problems</u>	<u>Other</u>
Independence	-	1	11	1	3	-	-	-
Privacy	-	-	12	1	2	1	-	-
Security for belongings	-	-	9	4	2	1	-	-
Personal safety in home	-	-	11	1	1	3	-	-
Personal safety in neighbourhood	-	-	8	4	1	2	1	-
Noise	-	-	6	5	1	4	-	-
Cleanliness	-	-	11	3	1	1	-	-
Access to professional services	1	2	2	2	-	9	-	-
Sleeping arrangements	-	-	13	1	1	1	-	-
Access to:								
Cooking	-	-	13	2	1	-	-	-
Washroom	-	-	12	3	1	-	-	-
Laundry	-	1	6	6	3	-	-	-
Comfortable social place	-	-	9	3	-	2	2	-

	<u>N/R</u>	<u>Unclear</u>	<u>Positive</u>	<u>Negative</u>	<u>No Change</u>	<u>Don't Need/ Don't Use</u>	<u>No Problems</u>	<u>Other</u>
Someone to talk to	1	-	10	2	-		3	-
Employment information	2	2	1	2	-		8	1
Rent	-	1	11	3	-		1	-
Rules	-	-	15	-	1		-	-

APPENDIX III

30 St. Lawrence Street Budget - 1986

1.	Salaries and Benefits (4 Fulltime Staff)	\$ 85,243
2.	Cleaning materials, beverages and incidentals*	10,707
3.	Dixon Hall Administrative fee	13,543
	Sub Total	-----
		\$109,493 (\$103,281) 1985
4.	<u>Additional Programme</u>	
4.1	Part-time relief worker (Salary)	\$ 12,153
4.2	Early winter opening (Jan., Feb., Mar., Nov., Dec.)	2,886
4.3	Pre-rated cost for administration materials/ benefits	8,977
	Sub Total	-----
		\$ 24,016 (\$ 23,093) 1985
	Total Dixon Hall Expenses \$133,509 (\$126,374) - 1985	
	* increase is due to expenses for public relations and maintenance (i.e. cockroach/rodent spraying) + 4% salary and benefits.	
5.	Building Maintenance	\$ 8,035 (\$ 7,650) 1985
6.	Utilities and Insurance	6,615 (\$ 6,300) 1985
7.	Total	-----
		\$148,159 (\$140,324) 1985

APPENDIX IV

JOB DESCRIPTION FOR LONG-TERM HOUSING OUTREACH ORGANIZER

Title: Contract Outreach Organizer

Organization: City of Toronto with Dixon Hall

Date: September, 1985

Job Function

We are now entering the second phase of this project and it is incumbent on the Outreach Organizer to begin:

- a) the education and organization of community agencies who have expressed an interest in providing the services support for long-term housing projects;
- b) to search for existing market housing alternatives and to develop the means to use these options;
- c) to begin long-term vocational self-help initiatives and to develop a pilot project.

Project Duration

This project is for one year commencing December 2, 1985.

Job Description

A Education and Training

The Outreach Organizer will be required:

1. to develop an inventory of community agencies who have expressed an interest and are moving in the direction of providing personal service support for long-term housing tenants;
2. to provide technical support and training for city officials and interested agency staff who work with the homeless.

B Housing Search

The Outreach Organizer will be required to:

1. search the existing private market for alternative sources for group living accommodations up to five people for men and suitable alternative living arrangements for homeless women;
 2. identify the financial and organizational issues which presently encumber the use of private market housing;
 3. develop the strategies required in order to access private market housing alternatives.
- C The Outreach Organizer will be required to develop self-help vocational initiatives and start a pilot project.
- D The Outreach Organizer will participate in the bi-weekly Alternative Housing Subcommittee meetings and provide a final assessment of the three components of this project.

The following is a proposed schedule of activities for the Outreach Organizer to September, 1986.

Estimated Timetable

Organization of long-term housing seminar	December 15, 1985
Search for 2 alternative housing locations	January 15, 1986
Discussion of future sites within Cityhome projects and future projects with interested agencies	January 30, 1986
Scheduled move-in	June 1, 1986
Proposal for self-help project	July 1, 1986
Follow-up with agencies regarding support services	September 1, 1986
Three new sites selected	September 15, 1986

APPENDIX V

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July, 1985

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